



DEVELOPMENT SERVICES COUNCIL REPORT

To: Mayor and Council

Date: December 10, 2024

From: Ron Bowles, Chief Administrative Officer

File No: Z 24-03

Subject: **Z 24-03; OCP & Zoning Bylaw Amendment (First & Second); 2971 Gorman Road**

Report Prepared By: Cam Graham, Planner II

RECOMMENDATION to Consider and Resolve:

THAT Official Community Plan Amendment Bylaw No. 0300.06, 2024 be given first and second reading;

AND THAT Zoning Amendment Bylaw No. 0265.29, 2024 be given first and second reading;

AND FURTHER THAT Official Community Plan Amendment Bylaw No. 0300.06, 2024 and Zoning Amendment Bylaw No. 0265.29, 2024 be forwarded to a Public Hearing.

STRATEGIC AREA(S) OF FOCUS

Pursue Economic Growth and Prosperity – We will work with stakeholders throughout the region to advocate for and support efforts aimed at helping West Kelowna businesses prosper. With a focus on the future, we will advance opportunities to expand our economy, increase employment, and develop the community in ways that contribute towards prosperity for all.

BACKGROUND

The application is a modified version of a previous OCP and Zoning Amendment application (Z 20-03), which proposed a combination Low Density and Medium Density Development. This original application involved split zoning the parcel to include 17 R1 Single Detached Residential lots and 1 Multi-Family lot (44 units). This application was withdrawn and reapplied for in 2024, with an updated proposal for several reasons (offsite improvement discussions, market conditions, legislation changes etc.). Similar to the previous application, the proposal contains an Official Plan Amendment, and a Public Hearing is required if the application advances.

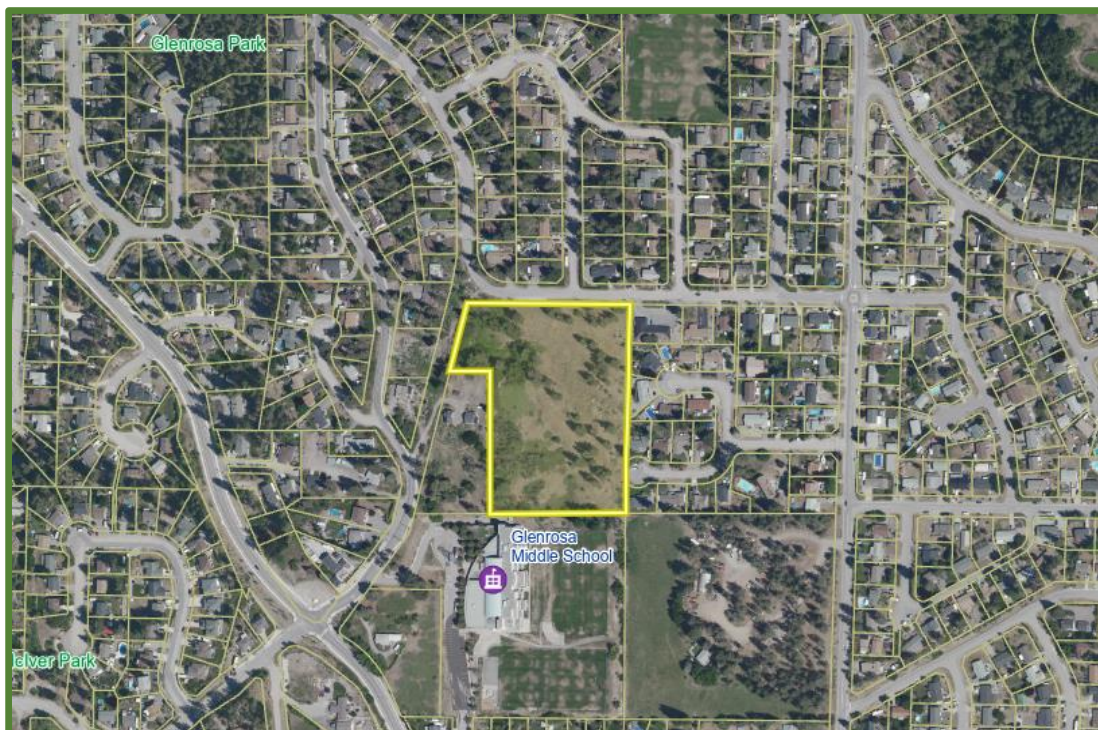
PROPERTY DETAILS

Address	2971 Gorman Road	
PID	028-587-154	
Folio	36414601.015	
Lot Size	29614.74m ²	
Owner	Kerr Properties 002 Ltd.	Agent Travis Tournier
Current Zoning	RU2- Rural Residential Small Parcel Zone	Proposed Zoning R3 - Low Density Multiple Residential Zone
Current OCP	Low Density Residential (LDR)	Proposed OCP Medium Density Residential (MDR)
Current Use	Vacant	Proposed Use Townhouse & Duplex Units
Development Permit Areas	Sensitive Terrestrial, Hillside, MF Intensive Form & Character	
Agricultural Land Reserve	No	

ADJACENT ZONING & LAND USES

North	^	R1- Single Detached Residential and Duplex Zone / Low Density Residential
East	>	R1 – Single Detached Residential and Duplex Zone // Low Density Residential
West	<	R1L - Large Parcel Single Detached and Duplex Residential Zone (R1L) / Low Density Residential
South	v	P2 – Glenrosa Middle School

NEIGHBOURHOOD MAP



PROPOSAL

Kerr Properties has applied for an OCP amendment from the Low Density Residential (LDR) designation to the Medium Density Residential (MDR) designation to enable the intended R3 Zone. The proposal also contains a Zoning Bylaw Amendment to rezone from Rural Residential Small Parcel (RU2) to Low Density Multiple Residential (R3) to develop townhouses and duplex units.

The applicant has indicated that the development aims to cater to first-time buyers, families, and empty nesters. The proposed development includes two and three-storey townhomes and duplexes with 2, 3, and 4-bedroom options. Key features include full driveways, double garages, private patios, playgrounds, pickleball courts, a dog park, and walking trails that separate pedestrian and vehicle traffic. 117 total units are proposed based on the current iteration of the site plan. Subsequent Development Permits for Sensitive Terrestrial, Hillside, and Multiple and Intensive Residential will be required. The current application for OCP amendment and rezoning focuses on the land use component, with the site plan, unit mix and count subject to future refinement through the DP process. Based on the initial site plan, the applicant's preliminary design includes:

- **Density and Parcel Coverage:** Utilizes 0.67 FAR of the allowable 0.75 and covers 25% of the parcel out of the allowable 40% in the R3 Zone.
- **Housing Diversity:** Provides a mix of 2, 3, and 4-bedroom townhomes and duplexes, catering to various buyer demographics and lifestyles.
- **Buffering and Topography:** Strategic buffering of surrounding single-family properties with two-storey duplexes to the east and natural buffers to the west, minimizing visual impact.
- **Common Amenities:** Includes common spaces, a playground, pickleball courts, a dog park, and walking trails.
- **Proximity to Schools:** Walking distance to both elementary and middle schools.

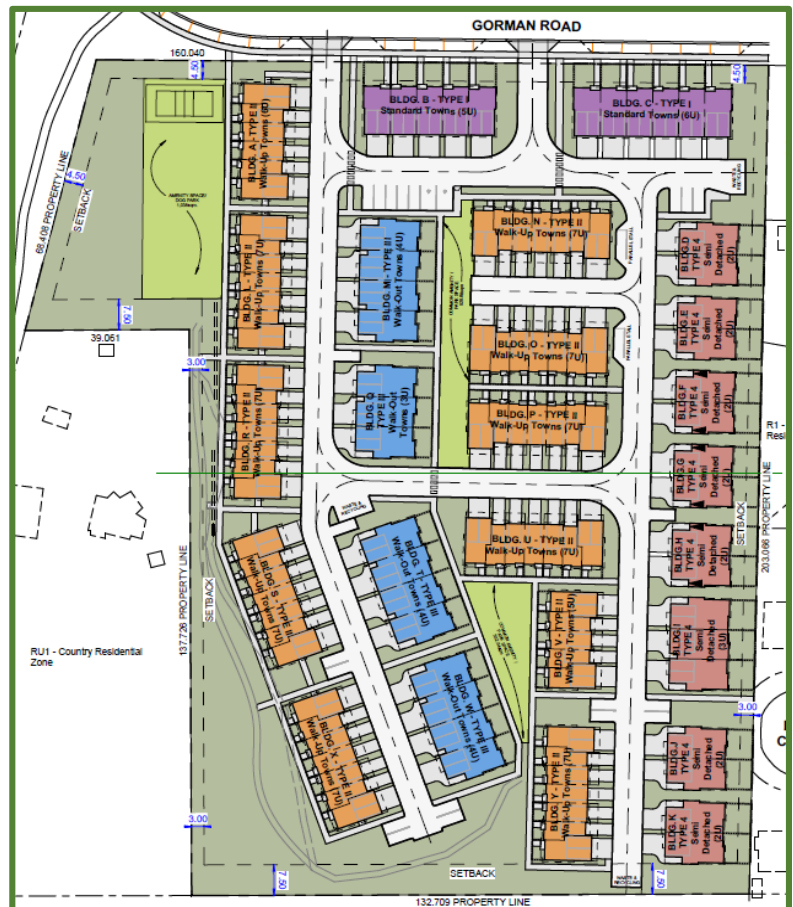


Figure 1: Proposed Site Plan

DISCUSSION

Policy & Bylaw Review

Official Community Plan Bylaw No. 0300

The applicant is proposing an OCP amendment from Low Density Residential to Medium Density Residential. A Medium Density Residential designation is used to create areas suitable for higher residential densities than single-family homes, but lower than high-rise developments. This designation offers a variety of benefits:

- *Housing Options:* MDR areas provide a range of low-rise multi-unit dwellings, typically including duplexes and townhouses up to three stories and multi-unit housing up to four stories (not included with this application as there is a concurrent rezoning to R3). This variety caters to diverse housing needs.
- *Walkable Communities:* MDR areas promote pedestrian-friendly environments with a focus on human scale. Ideally, these areas are located near amenities such as shops, restaurants, and schools, allowing residents to meet their daily needs without relying solely on cars.
- *Improved Transit Access:* MDR areas often encourage existing or future transit connections to improve access to local amenities and reduce reliance on personal vehicles.

The development is served by transit, and there is good vehicular circulation thanks to its proximity to major intersections at Gorman and Webber, which have a traffic circle and are near existing BC Transit stops. It is also directly adjacent to Glenrosa Middle School to the South and has supporting Commercial land use to the east along Gorman Road. The applicant proposes to enrich the development by adding amenities and incorporating duplex units along the perimeter. These duplex units will serve as a buffer zone between the development and existing detached uses.

LAND USE DESIGNATION SUMMARY			
DESIGNATION	PURPOSE / DENSITY**	USES	MAXIMUM BUILDING HEIGHT*
<ul style="list-style-type: none"> • Medium Density Residential 	<ul style="list-style-type: none"> • To allow for low-rise housing forms including townhouses up to three storeys and multi-unit buildings (greater than three units) up to four storeys. 	<ul style="list-style-type: none"> • Townhouses • Duplexes • Multi-unit housing 	<ul style="list-style-type: none"> • Low-rise (townhouses/duplex) up to 3 storeys • Multi-unit housing up to 4 storeys
<ul style="list-style-type: none"> • Low Density Residential 	<ul style="list-style-type: none"> • To allow for a variety of low-rise residential uses that are limited to 1-2 units. 	<ul style="list-style-type: none"> • Single-detached dwellings, including secondary suites, carriage houses and clustered housing • Duplexes 	<ul style="list-style-type: none"> • Low-rise • Up to 3 storeys

Figure 2: OCP Land Use Summary

City of West Kelowna Housing Strategy

The proposed amendment to the OCP from Low Density Residential to Medium Density Residential aligns directly with the City of West Kelowna's Housing Strategy. According to the Housing Needs Assessment, the City requires approximately 290 new housing units annually to accommodate the projected population growth between 2023 and 2031.

MDR designated areas are essential for achieving these targets. They enable the development of housing forms, such as duplexes, townhouses, and low-rise apartments, that can accommodate a higher number of units per acre than LDR areas. By increasing density, the City can more effectively meet its annual housing target, support infrastructure investments, enhance walkability, and create vibrant, mixed-use communities that align with broader planning objectives.

The Housing Strategy also prioritizes the creation of diverse housing options to address the needs of underserved demographics, including seniors, young adults, and low-to moderate-income households. The shift to MDR for this area would facilitate the development of more affordable and accessible housing, contributing to the reduction of core housing need. The amendment to a MDR designation is a strategic step toward meeting West Kelowna's ambitious housing targets, addressing critical housing shortages, and fostering a more inclusive and sustainable community.

Neighbouring Property (3590 Webber Road)

The parcel southwest of the subject application is also requesting an OCP amendment from Agriculture to Medium Density Residential. This application is currently on hold.

Zoning Bylaw No. 0265

The applicant is proposing a concurrent Zoning Bylaw amendment from RU2 to R3 to align with the proposed OCP designation. The current RU2 zone is a rural zone intended to accommodate rural, agricultural, and residential uses on parcels of land that are 1 ha or greater. It is not an urban residential zone intended for development of private strata's or compact subdivisions.

Traditionally, R3 zoning allowed for higher density developments with townhouses and duplexes, compared to single-family homes permitted in the R1 zone. However, the introduction of Bill 44 (Small-scale, multi-unit housing) has changed the context of the R3 Zone. The R1 zone can now accommodate duplexes with suites and permit additional building heights. This means that under the existing OCP designation, a rezoning to R1 and subsequent subdivision with Bill 44 considerations may yield a density similar to that

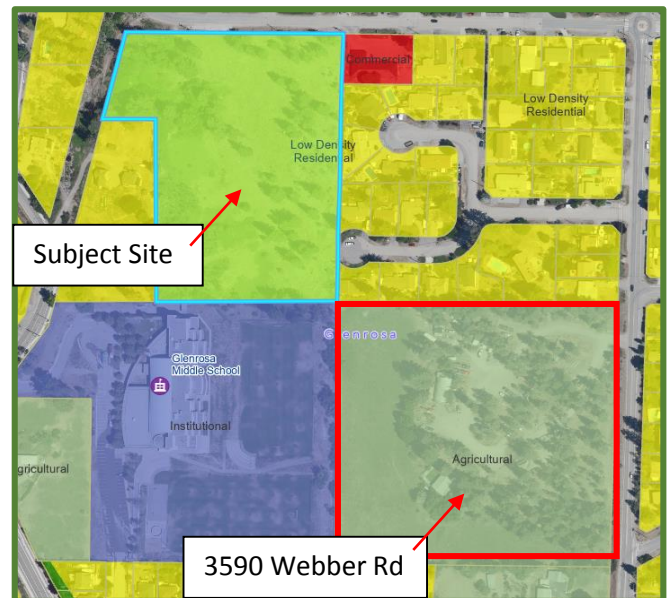


Figure 3: Neighbouring Parcel (Red) & Surrounding OCP Land uses

of an R3 zone (e.g., duplexes with suites). Notably, this also wouldn't require an Official Community Plan (OCP) amendment or trigger a Public Hearing.

Traffic

Kerr Properties undertook a Traffic Impact Assessment. Based on reporting, staff have requested the establishment of a marked, signed and illuminated crosswalk at the corner of Gorman Road and Ficke Road (Figure 4) with advance warning on the MacTaggart Road approach. An additional crossing has also been requested between Webber Road and Lyon Road to ensure a safe crossing to the bus stop at the intersection of Webber Rd and Aberdeen Rd. These will be considered as potential conditions of zoning adoption.



Figure 4: Approximate crosswalk location (design TBD)

Pedestrian Connections

The proposed development includes several pedestrian connections which were discussed with the previous rezoning application, Z 20-03. Planning and Parks staff have requested that these connections be maintained as potential conditions of zoning approval. Figure 5 outlines the specific requirements for these pathways, which will also serve as secondary access routes for emergency vehicles. These pathways will be constructed to the City's Narrow Multiuse Standard.

- Yellow Dashed Line: This pathway is required under Works and Services Bylaw No. 249 as a frontage improvement.
- Orange Dashed Line: This section will require construction and be considered an offsite improvement, contingent upon zoning adoption.
- Blue Dashed Line: The City has already constructed this sidewalk section as part of the Glenrosa Road Improvement project.

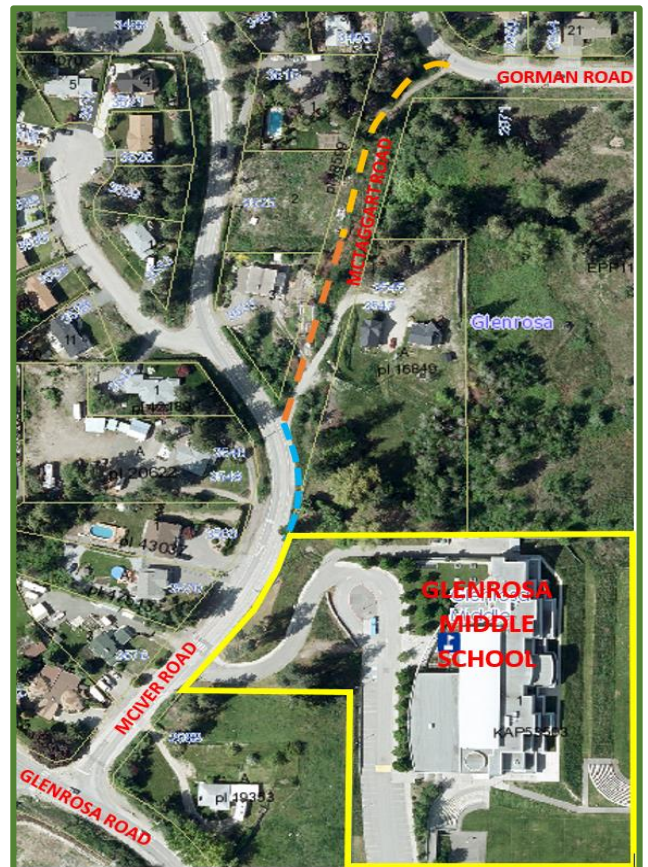


Figure 5 – Potential Pedestrian Connections

Servicing

The subject site will be connected to municipal services, with the proposal detailing several offsite servicing upgrades to meet these standards. Internal to the site boundaries, both the water and sanitary systems will remain private and offsite improvements will be reviewed to the satisfaction of the City.

Storm Water

The subject site will require offsite improvements related to stormwater management. The applicant is currently in discussions with the City on how to effectively manage stormwater and will be determined prior to 3rd reading.

Environmental

The development is expected to impact some of the Environmentally Sensitive Area (ESA) 2 on the property, with some elements being retained. Environmental monitoring will be recommended alongside review of a Sensitive Terrestrial Development Permit (DP). Since the potential impact is moderate, and no high-value lands are involved, covenant protection is not recommended as a more detailed assessment will occur during future Development Permit processes.

Secondary Access

The Glenrosa Neighbourhood is challenged with egress routes and NFPA 1141 guidelines. WKFR has reviewed this application and notes that consideration for egress routes should continue to be discussed as development continues in Glenrosa. WKFR will review applications on a case-by-case basis and did not have any objection to this development advancing.

An anticipated condition of this application is a secondary means of emergency egress through Lyon Court, that will provide a localized means of egress and will also be required for fire vehicles. Details regarding the design of this site's secondary access are still being evaluated. It is anticipated that they will include a bollard or similar access control for emergency uses. (See Figure 6).

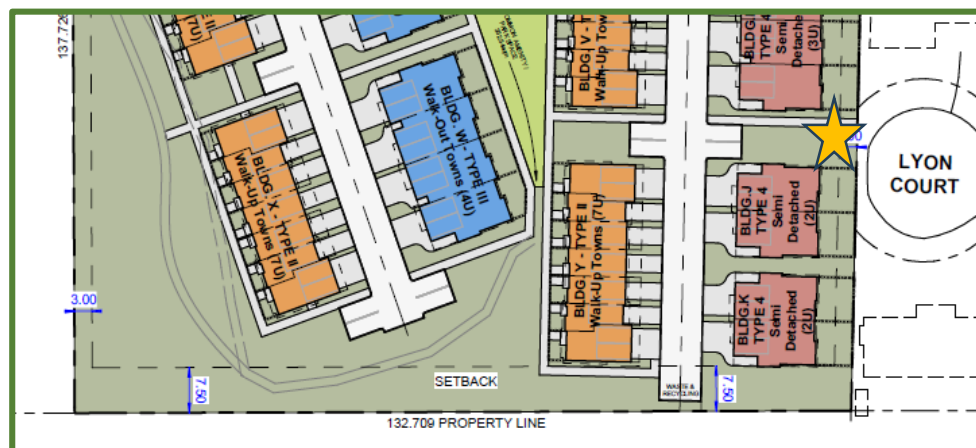


Figure 6 – Potential Lyon Court Emergency Access Connection (Yellow Star)

REFERRAL COMMENTS

Advisory Planning Commission (APC)

The APC considered the application on July 17, 2024. The APC recommended support for file Z 24-03.

PUBLIC NOTIFICATION

A notification sign has been posted on the subject property in accordance with Development Application Procedures Bylaw No. 0260. Additionally, per the Development Applications Procedures Bylaw No. 0260, a Public Hearing is required for Official Community Plan Amendments. Should the application proceed to a Public Hearing, notification by mail, advertisement in the local newspaper, and the City's website is required under the Local Government Act.

CONCLUSION

The requested OCP amendment to Medium Density Residential and rezoning to the Low-Density Multiple Residential (R3) Zone represents a modest density increase while enhancing the community with improved pedestrian connections and offsite improvements. If approved, the application would enable development on an underutilized parcel, incorporating compatible building forms (duplex abutting existing R1 areas) to blend into the existing area. The proposal aligns with OCP policies and the Housing Strategy, supporting diverse housing options, promoting walkable communities, and encouraging transit access.

Alternate Recommendation to Consider and Resolve:

1. **THAT** Council postpone first and second reading of Official Community Plan Amendment Bylaw No.0300.06,2024 & Zoning Amendment Bylaw No.0265.29,2024 (File Z 24-03).

Should Council postpone consideration of the proposed amendment bylaw, further direction to staff on how to proceed is requested.

2. **THAT** Council deny Official Community Plan Amendment Bylaw No.0300.06, 2024 & Zoning Amendment Bylaw No. 0265.29, 2024 (File Z 24-03); and

THAT Council direct staff to close the file.

REVIEWED BY

Brent Magnan, Director of Development Approvals

Trevor Seibel, Deputy CAO/Deputy Corporate Officer

APPROVED FOR THE AGENDA BY

Ron Bowles, Chief Administrative Officer

Powerpoint: Yes No

Attachments:

1. Applicants Rezoning Architectural Set
2. Proposal Summary
3. Official Community Plan Amendment Bylaw No. 0300.06, 2024
4. Zoning Amendment Bylaw No. 0265.29, 2024